

WILLIAM V. ROTH, JR. DELAWARE
WILLIAM S. COHEN, MAINE
ORRIN HATCH, UTAH
FRANK MURKOWSKI, ALASKA
ARLEN SPECTER, PENNSYLVANIA
CHIC HECHT, NEVADA
MITCH MCCONNELL, KENTUCKY

LLOYD BENTSEN, TEXAS
SAM NUNN, GEORGIA
THOMAS F. EAGLETON, MISSOURI
ERNEST F. HOLLINGS, SOUTH CAROLINA
DAVID L. BOREN, OKLAHOMA
BILL BRADLEY, NEW JERSEY

United States Senate

SELECT COMMITTEE ON INTELLIGENCE
WASHINGTON, DC 20510

ROBERT DOLE, KANSAS, EX OFFICIO
ROBERT C. BYRD, WEST VIRGINIA, EX OFFICIO

BERNARD F. McMAHON, STAFF DIRECTOR
ERIC D. NEWSOM, MINORITY STAFF DIRECTOR

#86-0110

January 10, 1986

The Honorable William V. Roth, Jr.
Select Committee on Intelligence
United States Senate
Washington, D.C. 20510

Dear Bill:

As we approach the beginning of the 1986 session, we are writing to share some of our ideas and objectives for the Select Committee on Intelligence in the coming year, along with a provisional agenda for the Committee's work.

As you are no doubt aware, the challenges facing the Select Committee this year will be stiff. Not only will we be required to carry out our traditional oversight of the Intelligence Community's ongoing activities; we will also have to execute our review of the Community's programs for the future at a time when unprecedented pressures are being placed on all aspects of federal spending.

Despite the seriousness of these challenges, we believe the Select Committee is well-prepared to meet them. As you will recall, the intelligence authorization agreed last year to require the Director of Central Intelligence to prepare a National Intelligence Strategy, describing the Intelligence Community's missions and the DCI's program for fulfilling them. Mr. Casey has responded to our requirement enthusiastically and has, in fact, incorporated the NIS into his own planning procedures. We believe the Strategy will greatly assist the Committee in meeting the challenges of the coming year.

In setting our agenda for 1986, it is worth recalling our objectives in establishing the requirement for the National Intelligence Strategy:

- o making national intelligence more responsive and relevant to the needs of the intelligence consumer;

The Honorable William V. Roth, Jr.
January 10, 1986
Page two

- o strengthening Congressional oversight of national intelligence and enhancing the ability of the Committee to review and defend the national intelligence budget; and
- o improving the understanding of both the Executive and the Legislative branches of the objectives of the intelligence investment program and the methods used to plan and manage national intelligence.

The key to achieving these objectives, it seems to us, lies in structuring our hearings so that we link our annual review of the intelligence authorization bill to the DCI's National Intelligence Strategy. If this linkage is made wisely, this first submission and review of the National Intelligence Strategy can become a standard framework for annual Community planning and Committee authorization in future years.

We propose to start this process with the Director of Central Intelligence presenting his National Intelligence Strategy in the last week in January. Mr. Casey has informed us that the Strategy will be ready at that time along with his budget requests.

In order to link the Strategy to our review of the DCI's program, we propose that, rather than focusing on the programs of individual intelligence agencies as independent vertical slices, as we have sometimes done in the past, we instead focus on the cross-disciplinary missions the DCI has set out for the Intelligence Community. In this way, we can determine:

- o how the intelligence investments proposed by the DCI in his strategy are justified by mission requirements;
- o how the missions in the DCI's strategy are themselves justified by the needs of the intelligence consumer; and

The Honorable William V. Roth, Jr.
January 10, 1986
Page three

- o how intelligence activities -- and, most especially, sensitive intelligence operations -- are tied to U.S. foreign policy objectives.

We would also propose that we hold hearings from January through May, but that we cover the most significant investment items by the third week of March. In this way, we will be able to assess the DCI's program thoroughly, while still being able to present firm figures on the major national intelligence programs to the Armed Services Committee by the end that month.

Intelligence Investments and Mission Requirements. In the first set of hearings, DCI will be asked to identify his major investment programs and explain how they address the mission requirements he will have outlined in the National Intelligence Strategy. In presenting his plans for major investment programs, we would expect the DCI to describe

- o new programs;
- o programs that were continued unchanged; and
- o programs that were proposed but rejected.

The DCI would be expected to describe these programs in terms of the missions they were intended to support. He would be accompanied in these hearings by representatives of the agencies responsible for carrying out the programs in question. He would also be accompanied by representatives of the agencies that sponsored the mission in question. In this way, the Committee will be able to determine the tradeoffs that have been made in the DCI's investment program and whether the proposed investments will truly meet intelligence mission requirements.

We would not expect the Committee to review the thousands of line items in the Congressional Budget Justification Books through this hearing process. For this, we would rely instead on the expanded Budget Division of the Committee Staff. Our staff analysts would also highlight specific budget items relevant to the intelligence issues we would address; Mr. Casey

The Honorable William V. Roth, Jr.
January 10, 1986
Page four

has informed us that the CJBs are being prepared this year to complement the format of the National Intelligence Strategy. Our goal here is to avoid micromanaging the Intelligence Community while still influencing the allocation of intelligence resources where necessary.

Intelligence Missions and Consumer Needs. In the second phase of these hearings, we would propose that the Committee select several key intelligence missions from the DCI's Strategy and trace the formulation of these missions and their resulting investment programs to the consumers they are intended to serve.

We would propose the following four topics, which would cover a broad range of intelligence investments and would give us a good sense of whether mission requirements are responsive to consumer needs:

- o Intelligence support to strategic nuclear operations and planning, including intelligence support to the Single Integrated Operations Plan and the capability of the Intelligence Community to support execution of the plan;
- o Intelligence analysis of issues related to Soviet foreign policy, including projections for the Soviet economy, the condition of the Soviet Bloc, arms control verification, etc.
- o Intelligence support to U.S. operating forces, including the relationship between NFIP activities and those programs funded under TIARA;
- o Intelligence support for predicting and responding to Third World crisis contingency situations.

As an example, in the hearing addressing intelligence support to nuclear operations and planning, the sponsors of this requirement, the Secretary of Defense and the Chairman of the Joint Chiefs of Staff, would indicate to us how well this mission is being met by the Intelligence Community. We would also have the appropriate officials explain how this mission would be supported in an unconstrained financial environment, how well the mission will be supported under the DCI's actual program, and what would be lost if budget cutbacks were required.

The Honorable William V. Roth, Jr.
January 10, 1986
Page five

Sensitive Operations and Policy Objectives. The third set of hearings to be held before the last week in March would deal with covert action and sensitive collection operations.

As you will recall from our budget report of last October, the consensus of the Members was that covert operations must be considered in the context of our total foreign policy objectives. The DCI was therefore instructed to prepare a compartmented annex to the National Intelligence Strategy describing all such operations and explaining their purpose in this context. Similarly, concern over the need to be adequately informed of sensitive collection operations led the Committee to require the DCI to report regularly on such operations. The Strategy and the associated hearings will offer the Committee its first opportunity to have the DCI report regularly on such matters.

We should complete our budgetary review of the most significant items in the DCI's program by the end of March. Following that, we can then turn to a detailed evaluation of the strategy and completion of our oversight of three additional areas of intelligence operations:

- o intelligence relationships with foreign governments;
- o counterintelligence and security; and
- o counterterrorism.

Executive Order 12333 requires the DCI to formulate policy concerning foreign intelligence and counterintelligence arrangements with foreign governments, coordinate these relationships, and establish a board within the Intelligence Community to advise on "arrangements with foreign governments on intelligence matters." We have rarely conducted oversight on any of these policies or liaison arrangements pursuant to these policies; our review of the National Intelligence Strategy would be an appropriate vehicle for doing better.

THE HONORABLE WILLIAM V. ROY, JR.

January 10, 1986

Page six

As our efforts proceed in the first months of 1986 on the budget and strategy, we will also continue (primarily at the staff level) to work out an agenda with the Administration for action on counterintelligence and security. One or two meetings on these subjects can be expected early in the year. These meetings would include hearings on legislative proposals; this will allow our proposals to proceed to other committees in the same time frame as the budget. We will also continue our review of intelligence support to counterterrorism policy, with Admiral Holloway scheduled to appear before the Committee in early February.

We would conclude our review of the intelligence authorization by mid-May. At that time we would report our bill to the floor. The bill would be accompanied by a report to the Senate on the State of American Intelligence. This report would be the basis for the guidelines for the FY 1988 National Intelligence Strategy.

After we report our bill to the floor, we think that the Committee can then turn to issues requiring major investigations or legislative initiatives. For this year, it would seem that two issues present the greatest need for improvement and the potential for our making a significant contribution by building on the groundwork we have already laid: longer-term issues regarding security, counterintelligence, and possibly counterterrorism; and the problems of personnel recruitment, training, retention, and retirement within the Intelligence Community.

Clearly this is an ambitious and time-consuming agenda, especially when one considers that we will also be expected to respond to the various crises, terrorist acts, espionage cases, and intelligence failures that are always likely to occur.

We would therefore propose a slight modification to the approach we took to such matters last year. This year, we would like groups of Members to agree to sponsor a specific agenda item or crisis issue, with perhaps one or two Members taking the lead on that subject in our Committee hearings. This will spread the responsibility more evenly among the Committee Members and afford more flexibility in our schedules.

The Honorable William V. Roth, Jr.

January 10, 1986

Page seven

We have attached a provisional agenda. With agreement on this blueprint, the staff can provide more specific details on the upcoming hearings and work with you on the briefing books in a more timely fashion than occurred last year. We welcome your response to this proposal along with other ideas you may have for improving the work of the Committee and subjects of special interest to you.

Sincerely,



Dave Burenberger
Chairman



Patrick J. Leahy
Vice Chairman

Provisional Calendar
Select Committee on Intelligence

January 29: Presentation of National Intelligence Strategy
by Director of Central Intelligence

February 5: Hearing on polygraph techniques and policy

February 8-17 recess

February 19,20,26,27 Hearings on National Foreign Intelligence Program
investment issues

March 5,6,12,13 Hearings on mission requirements and associated
Intelligence Community plans

March 19,20 Hearings on intelligence operations

March 26 Review of authorization bill

March 27: Review of National Intelligence Strategy; authori-
zation report delivered to Senate Armed Services
Committee

March 28-April 7: recess

April 9,10,16,17: Hearings on intelligence operations

April 23: Review of National Intelligence Strategy

April 30: Development of FY 1988 National Intelligence Strategy
Strategy guidelines

May 7,14: Review of authorization report

May 15 Intelligence authorization bill reported to
Senate floor

Note: All Wednesday morning hearings will be held at 9:00; Thursday
afternoon meetings will be held at 4:00

Page Denied



CENTRAL INTELLIGENCE AGENCY

Office of Legislative Liaison
Washington, D.C. 20505
Telephone: 351-6136

TO: Chief, Ex Registry
7E12 Hqs.

Per [redacted] Deputy Chief, Liaison Division,
OLL, the attached incoming document from
[redacted] IC Staff, should get a routing
through your area to the appropriate Directorate
(with a copy to DDI/IPC-2F21-[redacted] ASAP).

Please call [redacted] if you
have any question.

[redacted]
OLL Registry

24 January 86

FORM 1533 OBSOLETE
3-79 PREVIOUS
EDITIONS.

(40)

STAT

STAT

STAT

STAT

STAT